

Message Text

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ACTION SCI-06

INFO OCT-01 EUR-25 IO-13 ISO-00 SS-15 NSC-10 PA-03 PRS-01

DEAE-00 CIAE-00 INR-10 JUSE-00 NSAE-00 RSC-01 SNM-02

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FM AMEMBASSY LONDON

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UNCLAS SECTION 01 OF 04 LONDON 10970

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TAGS: SNAR

SUBJECT: INTERNATIONAL SCIENTIFIC AND TECHNOLOGICAL
CONFERENCE ON NARCOTICS AND DANGEROUS DRUGS

REF: STATE 157253

1. FOLLOWING IS TEXT OF THE BACKGROUND PAPER ON THE
SUBJECT OF DRUG PROBLEM IN THE UNITED KINGDOM
PREPARED BY THE HOME OFFICE FOR THE PARIS CONFERENCE.
ONLY ENGLISH TEXT SUPPLIED, SINCE TIME LIMITATION DID
NOT ALLOW TRANSLATION INTO FRENCH.

2. BEGIN TEXT. "INTERNATIONAL SCIENTIFIC AND
TECHNOLOGICAL CONFERENCE ON NARCOTICS AND DANGEROUS DRUGS

"DRUG MISUSE IN THE UNITED KINGDOM

"DEMOGRAPHY AND SOCIOLOGY OF USER POPULATION, AND TYPES
OF DRUGS MISUSED

"MISUSE OF DRUGS EMERGED AS A COMMUNITY PROBLEM IN
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LONDON AND CERTAIN OTHER LARGE CITIES ABOUT 10 YEARS AGO.

EPIDEMIOLOGICAL DATA ARE STILL LIMITED, AND IT IS NOT POSSIBLE TO DESCRIBE WITH ANY PRECISION THE SCALE, INTENSITY OR INTER-RELATION OF VARIOUS FORMS OF MISUSE OBSERVED DURING THE PAST 10 YEARS, OR ON A NATIONAL BASIS TO IDENTIFY IN MORE THAN GENERAL TERMS THE AGE GROUPS AND SOCIAL CLASSES INVOLVED. THE FOLLOWING IS A GENERAL DESCRIPTION OF THE NATURE OF DRUG-MISUSE IN THE UNITED KINGDOM IN RELATION TO THE DRUGS THAT ARE MAINLY INVOLVED.

"HEROIN AND METHADONE ARE THE TWO DRUGS WHICH ARE MAINLY IDENTIFIED WITH ADDICTION TO NARCOTICS. BEFORE 1960 NON-THERAPEUTIC ADDICTION TO NARCOTICS WAS NEGLIGIBLE. IN 1960 KNOWN HEROIN ADDICTS NUMBERED 94; ONLY 1 WAS UNDER 20 YEARS OF AGE. IN 1967 OUT OF 1729 KNOWN NARCOTIC ADDICTS, 1299 WERE TAKING HEROIN AND 381 OF THESE WERE UNDER 20. THIS INCREASE IN ADDICTION BEGAN WITH A SMALL CULT AMONG JAZZ MUSICIANS USING MORPHINE AND HEROIN STOLEN FROM A HOSPITAL. IT SPREAD TO A SMALL NUMBER OF DISTURBED YOUNG PEOPLE IN LONDON. THESE YOUNG ADDICTS FOUND A FEW DOCTORS IN LONDON WILLING TO PRESCRIBE EXCESSIVE QUANTITIES OF HEROIN AND EXPLOITED THIS TO ESTABLISH AN ILLICIT MARKET DERIVED FROM THEIR LEGITIMATELY PRESCRIBED HEROIN AND TO ENCOURAGE OTHER YOUNG DRUG MISUSERS TO TRY TAKING HEROIN.

"EARLY IN 1968 CENTRES FOR IN-AND OUT-PATIENT TREATMENT OF HEROIN ADDICTS WERE SET UP, THE RIGHT TO SUPPLY HEROIN TO ADDICTS WAS CONFINED TO SPECIALLY LICENSED DOCTORS AT THESE CENTRES, AND ALL DOCTORS WERE REQUIRED TO NOTIFY NARCOTIC ADDICTS TO THE CENTRAL AUTHORITY (THE HOME OFFICE). SINCE THEN THE RISE IN NUMBERS OF KNOWN NARCOTIC ADDICTS HAS DRAWN TO A HALT; AND FEWER ADDICTS UNDER 20 YEARS OF AGE HAVE BEEN REPORTED. DURING 1968 2782 ADDICTS CAME TO NOTICE; DURING 1970 2661. AT THE END OF 1968, 1746 ADDICTS (764 UNDER 20) WERE KNOWN TO BE RECEIVING OPIATES; AT THE END OF 1970 THE TOTAL WAS 1430 (405 UNDER 20) AND AT THE END OF 1971, THE TOTALS WERE 1555 AND 338 RESPECTIVELY. IN THEIR TREATMENT PROGRAMMES SOME LICENSED DOCTORS HAVE

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PRESCRIBED METHADONE IN PLACE OF HEROIN. THIS IS REFLECTED IN THE SUPPLIES BEING MADE TO 1555 ADDICTS AT THE END OF 1971:-

"1161 ADDICTS WERE RECEIVING METHADONE (OF WHOM 229 WERE ALSO RECEIVING HEROIN);

"156 ADDICTS WERE RECEIVING HEROIN (EITHER ALONE OR IN COMBINATION WITH DRUGS OTHER THAN METHADONE);

"238 ADDICTS WERE RECEIVING DRUGS OTHER THAN METHADONE OR HEROIN (THEIR ADDICTION WAS MOSTLY OF THERAPEUTIC ORIGIN).

"MOST HEROIN AND METHADONE ADDICTS CONTINUE TO BE CONCENTRATED IN LONDON, WITH A FEW, SMALL GROUPS IN OTHER ENGLISH CITIES. YOUNG PERSONS BETWEEN THE AGES OF

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18 AND 25 ARE PREDOMINANT. THEY ARE DRAWN FROM A VARIETY OF SOCIAL CLASSES AND OVER ONE-THIRD ARE IN EMPLOYMENT.

"ILLICITLY IMPORTED HEROIN FROM HONG KONG HAS BEEN AVAILABLE ON THE ILLICIT MARKET IN VARYING QUANTITIES AND OF VARYING QUALITY SINCE 1969. NO CLEAR CUT OR WELL ESTABLISHED PATTERN OF SUPPLY APPEARS TO HAVE DEVELOPED AND THE POLICE HAVE RECENTLY HAD SOME SUCCESS AGAINST THE TRAFFICKERS. IT IS TOO EARLY TO FORECAST WHETHER THIS WILL BECOME A PERMANENT OR SERIOUS FEATURE OF THE UNITED KINGDOM SCENE.

"STIMULANTS, IN PARTICULAR AMPHETAMINES, HAVE BEEN MISUSED ORALLY BY YOUNG PEOPLE SINCE THE EARLY 1960'S. INITIALLY THIS PHENOMENON WAS CLOSELY ASSOCIATED WITH A VOGUE IN LONDON FOR "BEAT CLUBS" AND DISCOTHEQUES, ALL NIGHT DANCES AND WEEKEND PARTIES. THE VOGUE SPREAD GRADUALLY TO SMALLER TOWNS AND RURAL AREAS AND RATHER SLOWLY IN THE NORTH OF ENGLAND, SCOTLAND AND WALES. IN 1964 PENAL SANCTIONS WERE INTRODUCED FOR UNAUTHORISED UNCLASSIFIED

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POSSESSION OF AMPHETAMINE PREPARATIONS. THE NUMBER OF CONVICTIONS ROSE FROM 958 IN 1965 TO 3603 IN 1969. IN 1970 THE NUMBER OF CONVICTIONS FELL TO 3128, BUT INCREASED TO 3915 IN 1971. HOWEVER IN THE PAST TWO YEARS THERE HAVE BEEN INITIATIVES BY DOCTORS IN MANY AREAS TO ELIMINATE OR CUT DOWN THE USE OF AMPHETAMINES IN MEDICAL PRACTICE; THIS HAS HAD THE EFFECT OF REDUCING THE AVAILABILITY OF THESE DRUGS AND THE INCIDENCE OF THEIR MISUSE. IN 1972 THE NUMBER OF CONVICTIONS FELL TO 1955 AND IT MAY BE THAT THE MISUSE OF THESE DRUGS WILL BE A FEATURE OF DECLINING IMPORTANCE IN THE TOTAL SCENE IN FUTURE.

"UNTIL 1967 INTRAVENOUS MISUSE OF AMPHETAMINES WAS UNCOMMON, BUT A SHORT, THOUGH SERIOUS, OUTBREAK OF MISUSE OF INTRAVENOUS METHAMPHETAMINES OCCURRED IN 1968 WHEN THE STATUTORY CONTROLS WERE TIGHTENED ON HEROIN. THIS WAS, HOWEVER, BROUGHT UNDER CONTROL BY VOLUNTARY AGREEMENT WITH THE MANUFACTURER WHO RESTRICTED SUPPLY TO HOSPITAL PHARMACISTS. IT HAS NOT BEEN A SIGNIFICANT PHENOMENON SINCE.

"THE USE OF CANNABIS IN THE UNITED KINGDOM HAS INCREASED RAPIDLY OVER THE LAST 15 YEARS. INITIALLY THE USE OF THE DRUG WAS PREDOMINANTLY AMONG THE IMMIGRANT POPULATION IN WHOSE CULTURE IT HAD LONG BEEN ACCEPTED. ITS USE QUICKLY SPREAD, HOWEVER, TO THE INDIGENOUS POPULATION AND BY THE EARLY 1960'S THERE WAS EVIDENCE TO SHOW THAT THE IMMIGRANT USERS WERE BEING OUTNUMBERED. IT APPEARS THAT CANNABIS "SOCIETY" IS PREDOMINANTLY YOUNG AND WITHOUT CLASS BARRIERS. SOME HAVE IDENTIFIED USERS MAINLY AS PERSONS WHO ARE CONCERNED WITH THE ARTS AND WHOSE INTERESTS LIE IN CREATIVE WORK AND SELF-EXPRESSION. THUS STAFF AND STUDENTS IN UNIVERSITIES AND ART SCHOOLS, POP MUSICIANS AND ENTERTAINERS, FILM MAKERS AND ARTISTS, AND OTHER ENGAGED IN MASS MEDIA OR PUBLICITY, ARE GROUPS THAT HAVE COMMONLY BEEN ASSOCIATED WITH CANNABIS-USE. HOWEVER, THERE IS NO OBJECTIVE INFORMATION AVAILABLE ON WHICH THE TRUE SITUATION MAY BE ASSESSED. NOR IS THERE

RELIABLE INFORMATION ABOUT THE TOTAL EXTENT OF
CANNABIS-USE, THE CURRENT PATTERNS OF USE AT PARTICULAR
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AGE OR SOCIAL LEVELS, OR ABOUT THE INTER-RELATION OF
CANNABIS-USE WITH MISUSE OF OTHER DRUGS. THE
FOLLOWING TABLE OF TOTAL CONVICTIONS FOR CANNABIS
OFFENCES IN THE YEARS 1963-72 SHOWS THE RAPIDLY
INCREASING USE OF THE DRUG DURING THAT PERIOD (IT ALSO
REFLECTS THE INCREASING COMMITMENT OF THE IAW
ENFORCEMENT AGENCIES TO THE DETECTION OF OFFENDERS):-

"ANNUAL CONVICTIONS FOR CANNABIS OFFENCES

1963	1964	1965	1966	1967	1968
663	544	626	1119	2393	3071

1969	1970	1971	1972
4683	7520	9219	12599

"LSD MISUSE DEVELOPED WIDELY IN 1966 AND
1967 AND THEN APPEARED TO DECLINE DURING 1968 AND 1969.
BUT FROM 1969 TO 1971, THE POLICE REPORTED WIDESPREAD
AND INCREASING MISUSE THROUGHOUT THE COUNTRY; CONVICTIONS
FOR OFFENCES (MAINLY OF UNAUTHORISED POSSESSION)
NUMBERED 1601 IN 1971 AS COMPARED WITH 757 IN 1970 AND
159 IN 1969. 1972, HOWEVER, SAW A FALL IN THE NUMBER

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OF CONVICTIONS TO 1459. THERE ARE NO RELIABLE DATA ON THE PREVALENCE OF MISUSE, BUT VARIOUS SURVEYS HAVE INDICATED THAT MISUSE OF LSD IS NOW PART OF THE GENERAL DRUG-TAKING SCENE AMONG YOUNG PEOPLE UNDER 25 FROM ALL SOCIAL BACKGROUNDS.

"SEDATIVES AND HYPNOTICS ARE MISUSED BY YOUNG PEOPLE. OF THE HYPNOTICS, MANDRAX (A COMPOUND OF DIPHENHYDRAMINE AND METHAQUALONE) WAS SUBJECT TO SUBSTANTIAL MISUSE DURING 1968 AND 1969. PENAL SANCTIONS WERE INTRODUCED IN 1970 TO DEAL WITH THE UNAUTHORISED POSSESSION OF METHAQUALONE AND FOLLOWING THIS THE INCIDENCE OF MISUSE APPEARS TO HAVE DECLINED. OF THE SEDATIVES, THE MISUSE OF BARBITURATES BY YOUNG PEOPLE IS GIVING RISE TO SOME ANXIETY. IN THE 1970'S SOME 300 LONDON ADDICTS RESORTED TO INTRAVENOUS MISUSE OF SHORT-ACTING BARBITURATES WITH PARTICULARLY DAMAGING RESULTS. THIS PRACTICE DOES NOT, HOWEVER, APPEAR TO BE INCREASING. A STUDY IS CURRENTLY BEING CARRIED OUT BY THE RECENTLY ESTABLISHED ADVISORY COUNCIL ON THE MISUSE OF UNCLASSIFIED

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DRUGS INTO THE MISUSE OF BARBITURATES TO SEE WHETHER AND HOW THE DISTRIBUTION OF THESE SUBSTANCES SHOULD BE FURTHER CONTROLLED.

MEASURES OF ECONOMIC AND SOCIAL CONSEQUENCES OF DRUG-MISUSE

"NO STUDIES HAVE BEEN OR ARE BEING CARRIED OUT SPECIFICALLY DIRECTED TOWARDS MEASUREMENT OF THE ECONOMIC AND SOCIAL CONSEQUENCES TO DRUG-MISUSE. RECENT CONTROL MEASURES HAVE BEEN DEVELOPED IN RESPONSE TO AN OBSERVABLE SOCIAL PROBLEM WHICH WAS MEASURED ESSENTIALLY IN TERMS OF ITS EFFECT UPON INDIVIDUALS WITH AN EXTRAPOLATION TO SOCIETY AS A WHOLE WHICH WAS NON-SCIENTIFIC (THOUGH NOT NECESSARILY FOR THAT REASON INVALID). IN THE FUTURE THE ADVISORY COUNCIL ON THE

MISUSE OF DRUGS WILL BE DEVELOPING ITS ADVICE TO
MINISTERS UPON A FULL ASSESSMENT OF THE SOCIAL
CONSEQUENCES OF MISUSE. THERE IS LITTLE EVIDENCE THAT
DRUG MISUSE IN THE UNITED KINGDOM IS A CAUSE OF CRIME
AGAINST PROPERTY (EXCEPT TO STEAL DRUGS) OR THE PERSON.

MEASURES TAKEN TO COPE WITH THE PROBLEM.

"REFERENCE HAS BEEN MADE ABOVE TO THE MEASURES
THAT HAVE BEEN TAKEN IN THE UNITED KINGDOM FOR DEALING
WITH THE PROBLEMS ASSOCIATED WITH THE MISUSE OF THE
VARIOUS DRUGS CONCERNED. THE MEASURES DIVIDE BROADLY
INTO THE TWO CATEGORIES, OF LEGISLATION, SUPPORTED BY
ACTIVE LAW ENFORCEMENT, AND TREATMENT. THE MISUSE OF
DRUGS ACT 1971 AND THE REGULATIONS MADE UNDER IT
PROVIDE FOR THE STRICT CONTROL OF THE MANUFACTURE,
SUPPLY AND POSSESSION OF ALL THE DRUGS IN QUESTION OTHER
THAN THE BARBITURATES. UNDER THIS LEGISLATION THE
PRODUCTION AND SUPPLY OF MOST OF THE DRUGS AND THEIR
IMPORT AND EXPORT MAY BE CARRIED OUT ONLY UNDER LICENSE
GRANTED BY THE HOME SECRETARY. POSSESSION OF THE DRUGS
IS LIMITED TO THOSE PERSONS WHO REQUIRE THEM FOR MEDICAL
OR RESEARCH PURPOSES, AND UNLAWFUL SUPPLY AND
POSSESSION ARE PENALISED. THE LEGISLATION PLACES
CONSIDERABLE RESPONSIBIITY ON THE ENFORCEMENT
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AUTHORITIES, I.E. THE POLICE AND CUSTOMS AND EXCISE, WHO

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WORK IN CLOSE CO-OPERATION TO DEAL WITH ILLICIT SUPPLY AND POSSESSION. MOST POLICE FORCES IN ENGLAND AND WALES HAVE SPECIALIST DRUG SQUADS AND A CENTRAL DRUGS INTELLIGENCE UNIT IS NOW IN OPERATION. ITS FUNCTION IS TO COLLECT, ANALYSE AND DISSEMINATE INTELLIGENCE ABOUT DRUG OFFENCES AND OFFENDERS. AS REGARDS TREATMENT, SPECIAL CENTRES HAVE BEEN ESTABLISHED TO GIVE TREATMENT TO OPIATE ADDICTS FREE OF CHARGE UNDER THE NATIONAL HEALTH SERVICE. THIS HAS LARGELY COUNTERED THE DEMAND FOR HEROIN FROM ALTERNATIVE AND ILLICIT SOURCES. THEY ARE SUPPORTED BY A VARIETY OF REHABILITATIVE AGENCIES.

TRENDS AND PROJECTIONS OF FUTURE PROBLEMS

"AS WELL AS THE APPARENTLY INCREASING INCIDENCE OF THE MISUSE OF BARBITURATES BY YOUNG PEOPLE IN THE UNITED KINGDOM (REMEDIES FOR WHICH ARE UNDER STUDY), THERE HAS BEEN SOME EVIDENCE OF THE INTRODUCTION INTO THE COUNTRY OF TWO PSYCHOTROPIC DRUGS THAT ARE UNDERSTOOD TO BE POPULAR AMONG DRUG-USERS IN THE USA
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(NAMELY PHENCYCLIDINE (PCP) AND METHYIENEDIOXYAMPHETAMINE (MDA). COCAINE FROM ILLICIT SOURCES HAS REAPPEARED TO A CERTAIN EXTENT AND LIQUID CANNABIS ("HASH OIL") HAS ALSO BEEN SEIZED (APPARENTLY IN TRANSIT FOR NORTH AMERICA).

"IT SEEMS LIKELY THAT IN THE FUTURE THE ENFORCEMENT EFFORT WILL HAVE TO BE DIRECTED LARGELY AGAINST THE SUPPLY (BY MANUFACTURE AND/OR IMPORTATION) OF THOSE DRUGS SUCH AS CANNABIS AND LSD WHOSE USE AND MANUFACTURE IN THE UNITED KINGDOM ARE ENTIRELY ILLEGAL. THE POSSIBILITY OF OTHER SIMILARLY ILLICIT SUBSTANCES BECOMING AVAILABLE CANNOT BE DISCOUNTED, WITH CONSEQUENTIAL DEMANDS UPON ENFORCEMENT

AGENCIES AND RESOURCES. CONTINUED VIGILANCE WILL BE
REQUIRED AGAINST THE IMPORTATION OF ILLICIT HEROIN."
END TEXT.

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